

# Infrastructure & Tourism Appropriations Subcommittee

Thursday, January 18, 2024 9:00 AM - 12:00 PM Mashburn Hall (314 HOB)

# Committee Meeting Notice HOUSE OF REPRESENTATIVES

# **Infrastructure & Tourism Appropriations Subcommittee**

Start Date and Time: Thursday, January 18, 2024 09:00 am

End Date and Time: Thursday, January 18, 2024 12:00 pm

**Location:** Mashburn Hall (314 HOB)

**Duration:** 3.00 hrs

### Consideration of the following bill(s):

HB 61 Transportation Facility Designations by Hinson CS/HB 405 Regulation of Commercial Motor Vehicles by Transportation & Modals Subcommittee, Melo

Division of Emergency Management Presentation on Warehouse Facility Report and Recommendations

To submit an electronic appearance form, and for information about attending or testifying at a committee meeting, please see the "Visiting the House" tab at www.myfloridahouse.gov.

NOTICE FINALIZED on 01/16/2024 4:00PM by DAD

#### HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 61 Transportation Facility Designations

SPONSOR(S): Hinson

TIED BILLS: IDEN./SIM. BILLS: SB 806

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Transportation & Modals Subcommittee	16 Y, 0 N	Walker	Hinshelwood
Infrastructure & Tourism Appropriations     Subcommittee		Hicks	Davis
3) Infrastructure Strategies Committee			

#### **SUMMARY ANALYSIS**

State law authorizes legislative designations of transportation facilities, such as bridges, interchanges, or portions of roads, for honorary or memorial purposes or to distinguish a particular facility. Legislative designations do not change the official names of the facilities and do not require local governments and private entities to change street signs, mailing addresses, or 911 emergency telephone system listings to account for the designations. The Department of Transportation (DOT) may not erect markers for a designation unless the appropriate city or county commission enacts a resolution supporting the designation.

The bill designates the "Dylan Roberts Memorial Crosswalk" in Alachua County. Under the bill, DOT must erect suitable markers for the designation.

The bill will have an insignificant negative fiscal impact to the State Transportation Trust Fund associated with erecting suitable markers for the designation. The cost can be absorbed within DOT's existing resources.

The bill provides an effective date of July 1, 2024.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h0061b.ITA

#### **FULL ANALYSIS**

#### I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

#### **Present Situation**

# <u>Transportation Facility Designations</u>

Under current law, the Legislature may designate a transportation facility, such as a bridge, interchange, or portion of a road, for honorary or memorial purposes or to distinguish a particular facility. Legislative designations do not officially change the existing names of the facilities and do not require local governments or private entities to change street signs, mailing addresses, or 911 emergency telephone-number system listings to account for the designations.<sup>1</sup>

Regarding the naming of state buildings and other facilities, state law provides that except as specifically provided by law, state buildings, roads, bridges, parks, recreational complexes, and other similar facilities may not be named for a living person.<sup>2</sup>

# **Transportation Facility Markers**

When the Legislature establishes transportation facility designations, the Department of Transportation (DOT) is required to place a marker at each terminus or intersection of the highway segment or bridge designated and may erect other markers it deems appropriate for the designated transportation facility. Markers may not be erected until the appropriate city or county commission passes a resolution in support of the particular designation. Additionally, if the designated facility is located in multiple cities or counties, each affected local government must pass a resolution in support of the designation before DOT can install the markers.

#### **Dylan Roberts**

On October 27, 2021, four-year-old Dylan Roberts was struck by a car while he was crossing University Avenue to return home from Fred Cone Park. To honor his memory, a crosswalk was installed across East University Avenue between Northeast 26th Terrace and Southeast 26th Terrace in Alachua County.<sup>5</sup>

# **Effect of the Bill**

The bill designates the pedestrian-activated lighted crosswalk on that portion of East University Avenue/S.R. 26 between Northeast 26th Terrace and Southeast 26th Terrace in Alachua County as "Dylan Roberts Memorial Crosswalk". The bill directs DOT to erect suitable markers.

#### **B. SECTION DIRECTORY:**

Section 1: Designates "Dylan Roberts Memorial Crosswalk"; directs DOT to erect suitable markers.

**Section 2:** Provides an effective date of July 1, 2024.

STORAGE NAME: h0061b.ITA DATE: 1/17/2024

<sup>&</sup>lt;sup>1</sup> S. 334.071(1), F.S.

<sup>&</sup>lt;sup>2</sup> S. 267.062(1), F.S.

<sup>&</sup>lt;sup>3</sup> S. 334.071(2), F.S.

<sup>&</sup>lt;sup>4</sup> S. 334.071(3), F.S.

<sup>&</sup>lt;sup>5</sup> Seth Johnson, *Gainesville Commission honors Chief Jones, remembers Dylan Roberts*, Mainstreet Daily News (Oct. 19, 2023), <a href="https://www.mainstreetdailynews.com/govt-politics/gainesville-commission-honors-tony-jones-remembers-dylan-roberts">https://www.mainstreetdailynews.com/govt-politics/gainesville-commission-honors-tony-jones-remembers-dylan-roberts</a> (last visited Dec. 4, 2023).

# II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

	None.
	2. Expenditures:
	DOT estimates a cost of \$1,800 per designation for the appropriate markers, which provides for two signs per designation at \$900 per sign. <sup>6</sup> Therefore, the bill has an estimated negative fiscal impact of \$1,800 to the State Transportation Trust Fund. This cost can be absorbed within existing DOT resources. <sup>7</sup>
В.	FISCAL IMPACT ON LOCAL GOVERNMENTS:
	1. Revenues: None.
	2. Expenditures: None.
C.	DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:  None.
D.	FISCAL COMMENTS: None.
	III. COMMENTS
A.	CONSTITUTIONAL ISSUES:
	Applicability of Municipality/County Mandates Provision:     Not applicable. This bill does not appear to affect county or municipal governments.
	2. Other: None.
В.	RULE-MAKING AUTHORITY: None.
C.	DRAFTING ISSUES OR OTHER COMMENTS: None.
	IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES
N/A	

(Oct. 10, 2023).

7 Id.

<sup>6</sup> Email from Jack Rogers, Legislative Affairs Director, Department of Transportation, FW: road designation sign costs,

HB 61 2024

1 A bill to be entitled 2 An act relating to transportation facility 3 designations; providing an honorary designation of a 4 certain transportation facility in a specified county; 5 directing the Department of Transportation to erect 6 suitable markers; providing an effective date. 7 8 Be It Enacted by the Legislature of the State of Florida: 9 10 Dylan Roberts Memorial Crosswalk designated; Department of Transportation to erect suitable markers.-11 12 The pedestrian-activated lighted crosswalk on that 13 portion of E. University Avenue/S.R. 26 between N.E. 26th 14 Terrace and S.E. 26th Terrace in Alachua County is designated as 15 "Dylan Roberts Memorial Crosswalk." 16 The Department of Transportation is directed to erect 17 suitable markers designating Dylan Roberts Memorial Crosswalk as 18 described in subsection (1). 19 Section 2. This act shall take effect July 1, 2024.

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#### HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 405 Regulation of Commercial Motor Vehicles

**SPONSOR(S):** Transportation & Modals Subcommittee, Melo

TIED BILLS: IDEN./SIM. BILLS: SB 754

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Transportation & Modals Subcommittee	15 Y, 0 N, As CS	Walker	Hinshelwood
Infrastructure & Tourism Appropriations     Subcommittee		Hicks	Davis
3) Infrastructure Strategies Committee			

#### **SUMMARY ANALYSIS**

The Drug and Alcohol Clearinghouse (Clearinghouse) is a secure online database that gives employers, the Federal Motor Carrier Safety Administration (FMCSA), State Driver Licensing Agencies (SDLAs), and state law enforcement personnel real-time information about violations of the U.S. Department of Transportation drug and alcohol testing program by holders of commercial driver's licenses and commercial learner's permits. Employers are required to query the Clearinghouse for current and prospective employees' drug and alcohol violations before permitting those employees to operate a commercial motor vehicle (CMV) on public roads. They must also annually query the Clearinghouse for each driver they currently employ.

On October 7, 2021, the FMCSA published a final rule establishing requirements for SDLA's access to and use of driver-specific drug and alcohol program violation information contained in the Clearinghouse. States have until November 18, 2024, to comply with these requirements. Therefore, the bill makes the statutory changes necessary for the Department of Highway Safety and Motor Vehicles (DHSMV) to enforce and administer the Clearinghouse provisions of the federal rule.

Additionally, the bill makes the following changes relating to the regulation of CMVs:

- Adopts updated FMCSA regulations for CMVs engaged in intrastate commerce as such regulations existed on December 31, 2023:
- Updates language to appropriately reference provisions of federal regulations that apply to a CMV not transporting hazardous materials but which is operating intrastate within a 150 air-mile radius of the location where the CMV is based; and
- Deletes an expired, and therefore obsolete, exemption for CMV operators related to the requirements of electronic logging devices and hours of service supporting documents.

The bill has an indeterminate fiscal impact on state revenues and expenditures. See Fiscal Analysis section.

The bill has an effective date of July 1, 2024.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives. STORAGE NAME: h0405b.ITA

#### **FULL ANALYSIS**

#### I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

#### Federal Commercial Vehicle Regulations

#### Current Situation

Florida law provides that all owners and drivers of commercial motor vehicles<sup>1</sup> (CMVs) operating on Florida's public highways, while engaged in *interstate* commerce, are subject to the following Federal Motor Carrier Safety Administration (FMCSA)<sup>2</sup> regulations:<sup>3</sup>

49 C.F.R. Part	Title/Subject
382	Controlled Substance and Alcohol Use Testing
383	Commercial Driver's License Standards; Requirements and Penalties
385	Safety Fitness Procedures
386	Rules of Practice for FMCSA Proceedings
390	Federal Motor Carrier Safety Regulations; General
391	Qualifications of Drivers and Longer Combination Vehicle Driver Instructors
392	Driving of Commercial Motor Vehicles
393	Parts and Accessories Necessary for Safe Operation
395	Hours of Service of Drivers
396	Inspection, Repair, and Maintenance
397	Transportation of Hazardous Materials; Driving and Parking Rules

Florida law provides that all owners and drivers of CMVs engaged in *intrastate* commerce are subject to the above FMCSA regulations as they existed on December 31, 2020.<sup>4</sup>

When the FMCSA adopts rule changes, states have three years to adopt them in order to continue receiving federal highway grant funding. Since the last adoption, FMCSA has adopted or amended six rules which impact the Department of Highway Safety and Motor Vehicles (DHSMV).<sup>5</sup> During an Annual Program Review of DHSMV's compliance with FMCSA's regulations, the FMCSA noted instances where DHSMV lacks statutory authority for certain required regulations.<sup>6</sup>

6 Id.

<sup>&</sup>lt;sup>1</sup> S. 316.003(14), F.S., defines "Commercial Motor Vehicle" as any self-propelled or towed vehicle used on the public highways in commerce to transport passengers or cargo, if such vehicle: has a gross vehicle weight rating of 10,000 pounds or more; is designed to transport more than 15 passengers, including the driver; or is used in the transportation of materials found to be hazardous for the purposes of the Hazardous Materials Transportation Act, as amended (49 U.S.C. §§ 1801 et seq.).

<sup>&</sup>lt;sup>2</sup> The Federal Motor Carrier Safety Administration's primary mission is to prevent commercial motor vehicle-related fatalities and injuries. The Administration ensures safety in motor carrier operations through strong enforcement of safety regulations; targeting high-risk carriers and commercial motor vehicle drivers; improving safety information systems and commercial motor vehicle technologies; strengthening commercial motor vehicle equipment and operating standards; and increasing safety awareness. See FMCSA, About Us, <a href="https://www.fmcsa.dot.gov/mission/about-us">https://www.fmcsa.dot.gov/mission/about-us</a> (last visited Jan. 8, 2024).

<sup>&</sup>lt;sup>3</sup> S. 316.302(1)(a), F.S.

<sup>&</sup>lt;sup>4</sup> S. 316.302(1)(b), F.S.

<sup>&</sup>lt;sup>5</sup> Florida Department of Highway Safety and Motor Vehicles, Agency Analysis of 2024 House Bill 405, pp. 3-4 (Dec. 18, 2023).

#### Effect of the Bill

The bill provides that all owners and drivers of CMVs are subject to the federal rules and regulations contained in 49 C.F.R. parts 382, 383, 384, 385, 386, and 390-397 as they exist on December 31, 2023. The addition of Part 384 reflects required state compliance with changes to the Commercial Driver's License Program by November 18, 2024.

The bill deletes an expired, and therefore obsolete, exemption for CMV operators related to the requirements of electronic logging devices and hours of service supporting documents.

The bill updates language to appropriately reference the provisions of 49 C.F.R. § 395.1(e)(1) that apply to a CMV not transporting hazardous materials but which is operating intrastate within a 150 airmile radius of the location where the CMV is based.

### **Drug and Alcohol Clearinghouse**

#### **Current Situation**

Drug and Alcohol Clearing House and FMSCA Requirements

The Drug and Alcohol Clearinghouse (Clearinghouse) is a secure online database that gives employers, the FMCSA, State Driver Licensing Agencies (SDLAs), and state law enforcement personnel real-time information about violations of the U.S. Department of Transportation (DOT) drug and alcohol testing program by commercial driver's license (CDL) and commercial learner's permit (CLP) holders.7

The Clearinghouse contains records of violations of drug and alcohol prohibitions, including positive drug or alcohol test results and test refusals<sup>8</sup>, as reported by employers.<sup>9</sup> A driver found in violation of the program must complete a follow-up testing plan administered by a substance abuse professional and receive a negative return-to-duty test result before they are able to resume operating a commercial vehicle. This information is also recorded in the Clearinghouse. 10

Employers are required to query the Clearinghouse for current and prospective employees' drug and alcohol violations before permitting those employees to operate a CMV on public roads. They must also annually query the Clearinghouse for each driver they currently employ. 11

On October 7, 2021, the FMCSA published a final rule establishing requirements for SDLA's access to and use of driver-specific drug and alcohol program violation information contained in the Clearinghouse. 12 The rule requires that:

SDLAs must not issue, renew, upgrade, or transfer a CDL or CLP, as applicable, for any individual prohibited under FMCSA's regulations from performing safety-sensitive functions, including driving a CMV, due to one or more drug and alcohol program violations.

<sup>&</sup>lt;sup>7</sup> FMCSA, Drug and Alcohol Clearinghouse, https://clearinghouse.fmcsa.dot.gov/FAQ/Topics/General (last visited Jan. 8, 2024).

<sup>8 49</sup> C.F.R. § 382.601(b)(12).

<sup>9 49</sup> C.F.R. § 382.705 states that within two business days of determining or verifying a drug or alcohol test result, Medical Resource Officers for Employers (MROs) must report the information about a driver to the Clearinghouse. Employers have three days to report test results, violations, or refusals to the Clearinghouse. 10 49 C.F.R. § 382.701(d).

<sup>&</sup>lt;sup>11</sup> FMCSA, Commercial Driver's License Drug and Alcohol Clearinghouse, https://www.fmcsa.dot.gov/regulations/commercial-drivers-license-drug-and-alcohol-clearinghouse (last visited Jan. 8, 2024).

<sup>&</sup>lt;sup>12</sup> Controlled Substances and Alcohol Testing: State Driver's Licensing Agency Non-Issuance/Downgrade of Commercial Driver's License, 86 Fed. Reg. 55718 (Oct. 7, 2021) (amending 49 C.F.R. Parts 382, 383, 384, 390, and 392). STORAGE NAME: h0405b.ITA

- SDLAs must, upon receipt of notification that a driver is prohibited from operating a CMV due to a drug and alcohol program violation, initiate established state procedures for downgrading to remove the CLP or CDL privilege from the driver's license within 60 days.
- Drivers completing the return-to-duty process before the downgrade process is completed would no longer be prohibited from operating a CMV and thus would no longer be subject to a downgrade.<sup>13</sup>

The term "downgrade" is not currently defined in Florida law. The term is defined under federal law as when a state removes the CLP or CDL privilege from the driver's license. 14

States have until November 18, 2024, to comply with these requirements. 15

Fees for Review Hearings and Reinstatement of Licenses

An applicant requesting a review authorized in ss. 322.222, 322.2615, 322.2616, 322.27, or 322.64, F.S., must pay a filing fee of \$25 to be deposited into the Highway Safety Operating Trust Fund (HSOTF).<sup>16</sup>

A person who applies for reinstatement following the suspension or revocation of the person's driver license or who applies for reinstatement of a CDL following disqualification of the person's privilege to operate a CMV must pay a service fee, in addition to the fee for a license, as follows:

	Definition	Service Fee (In addition to the license fee)
Reinstatement after revocation	"Revocation": The termination of a licensee's privilege to drive. 17	\$75 <sup>18</sup>
Reinstatement after suspension	"Suspension": The temporary withdrawal of a licensee's privilege to drive a motor vehicle. 19	\$45 <sup>20</sup>
Reinstatement of CDL after disqualification	"Disqualification": A prohibition, other than an out-of-service order, that precludes a person from driving a CMV. <sup>21</sup>	\$75 <sup>22</sup>

If processed by DHSMV, the \$75 service fee for a CDL disqualification must be deposited in the following manner:

- \$35 to the General Revenue Fund; and
- \$40 to the HSOTF.

<sup>&</sup>lt;sup>13</sup> FMCSA, *How will State Driver Licensing Agencies (SDLAs) use the Clearinghouse?*, https://www.fmcsa.dot.gov/regulations/drug-alcohol-testing/how-will-state-driver-licensing-agencies-sdlas-use-clearinghouse-0 (last visited Jan. 8, 2024).

<sup>&</sup>lt;sup>14</sup> 49 C.F.R. § 383.5(4).

<sup>&</sup>lt;sup>15</sup> Controlled Substances and Alcohol Testing: State Driver's Licensing Agency Non-Issuance/Downgrade of Commercial Driver's License, 86 Fed. Reg. 55718 (Oct. 7, 2021) (amending 49 CFR §§ 382, 383, 384, 390, and 392).

<sup>&</sup>lt;sup>16</sup> S. 322.21(9)(a), F.S.

<sup>&</sup>lt;sup>17</sup> S. 322.01(37), F.S.

<sup>&</sup>lt;sup>18</sup> S. 322.21(8), F.S.

<sup>&</sup>lt;sup>19</sup> S. 322.01(41), F.S.

<sup>&</sup>lt;sup>20</sup> *Id*.

<sup>&</sup>lt;sup>21</sup> S. 322.01(15), F.S.

<sup>&</sup>lt;sup>22</sup> Id.

If the service fee is processed by a tax collector, then the tax collector shall retain \$20. The remaining amount will be transferred to DHSMV for deposit with \$20 transmitted to the HSOTF and \$35 to the General Revenue Fund.<sup>23</sup>

#### Effect of the Bill

The bill makes the statutory changes necessary for DHSMV to enforce and administer the Clearinghouse provisions of the federal rule.

Related to driver licenses, the bill defines "downgrade" as when a state removes the CLP or CDL privilege from the driver's license, matching the federal definition of "CDL downgrade." The bill clarifies that the "cancellation," "revocation," and "suspension," of a driver's license does not include a downgrade.

The bill states that a commercial vehicle operator cannot be licensed by DHSMV to operate a commercial vehicle if deemed ineligible by the Clearinghouse.

The bill states that DHSMV cannot issue a temporary CIP if DHSMV has been notified by the Clearinghouse that the applicant is prohibited from operating a CMV.

The bill provides that when a person applies for the reinstatement of a CDL following a downgrade of the person's privilege to operate a CMV, they must pay the service fee of \$75 in addition to the fee for license. This matches the current process for when a person applies for the reinstatement of a CDL following a disqualification to operate a CMV.<sup>25</sup> If an applicant is requesting review of their downgrade status, they must pay the \$25 filing fee currently required by s. 322.21(9)(a), F.S.

The bill creates a new statute describing the use and operation of the Commercial Driver's License Drug and Alcohol Clearinghouse and related requirements. This statute puts the state in compliance with the federal rule and creates a state-established procedure for downgrading a CDL or CIP. Beginning November 18, 2024:

- When a person applies for or seeks to renew, transfer, or make any other change to a CDL or temporary CIP, DHSMV must obtain the person's driving record from the Clearinghouse. DHSMV may not issue, renew, transfer, or revise the types of authorized vehicles that may be operated or the endorsements applicable to a CDL or temporary CIP for any person for whom DHSMV receives notification from the Clearinghouse that the person is prohibited from operating a commercial vehicle.
- DHSMV shall downgrade the CDL or temporary CIP of a person if DHSMV receives notification from the Clearinghouse that the person is prohibited from operating a CMV. Any such downgrade must be completed and recorded by DHSMV within 60 days.
- Upon notification from the Clearinghouse that a person is prohibited from operating a motor vehicle, DHSMV must immediately notify the person who is the subject of such notification that he or she is prohibited from operating a CMV and, upon his or her request, must afford him or her an opportunity for an informal hearing.
- A person for whom DHSMV receives notification from the Clearinghouse that a person is
  prohibited from operating a CMV may, if otherwise qualified, be issued a Class E driver license
  valid for the length of his or her unexpired license period, at no cost.

When a person receives notice of the downgrade, he or she has 20 days to request an informal hearing and pay the \$25 filing fee. If the person does not request the hearing and pay the fee in time, and DHSMV has not received notification from the Clearinghouse that the person is no longer prohibited from operating a CMV, DHSMV must downgrade the CDL or temporary CIP.

<sup>25</sup> S. 322.21(8), F.S. **STORAGE NAME**: h0405b.ITA

<sup>&</sup>lt;sup>23</sup> S. 322.21(8)(b), F.S.

<sup>&</sup>lt;sup>24</sup> 49 C.F.R. § 383.5(4).

If a person does request an informal hearing, it must be scheduled and held within 30 days of the request. The informal hearing is exempt from the provisions of the Administrative Procedures Act. must be conducted before a hearing officer designated by DHSMV, and may be conducted by means of communications technology. The notification received by DHSMV from the Clearinghouse must be in the record for consideration by the hearing officer and in any further proceedings and is not subject to challenge.

Final orders and rulings related to a downgrade of a CDL or temporary CIP are reviewable in the same manner as current law for DHSMV's final orders relating to a driver license denial, cancelation, suspension, or revocation.

Following a final order that results in the downgrade of a person's CDL or temporary CIP, DHSMV must record immediately in the person's driving record that the driver is disqualified from operating a CMV. If after the final order DHSMV receives notification from the Clearinghouse that:

- The person is no longer prohibited from operating a CMV, then DHSMV must reinstate the CDL or temporary CIP upon application for such person.
- The person was erroneously identified as being prohibited from operating a CMV, then DHSMV must notify the person; reinstate, without payment of the reinstatement fee, the person's commercial driver license or commercial instruction permit as expeditiously as possible; and remove any reference to the person's erroneous prohibited status from the Commercial Driver's License Information System and the person's record.

The downgrade of a CDL or temporary CIP does not preclude a person from other suspensions, disqualifications, or penalties relating to unlawful operation of a CMV or driving under the influence.

#### **B. SECTION DIRECTORY:**

- Section 1 Amends s. 316.302, F.S., relating to commercial motor vehicles; safety regulations; transporters and shippers of hazardous materials; enforcement.
- Section 2 Amends s. 322.01, F.S., relating to definitions.
- Section 3 Amends s. 322.02, F.S., relating to legislative intent; administration.
- Section 4 Amends s. 322.05, F.S., relating to persons not to be licensed.
- Section 5 Amends s. 322.07, F.S., relating to instruction permits and temporary licenses.
- Section 6 Amends s. 322.21, F.S., relating to license fees; procedure for handling and collecting fees.
- Section 7 Amends s. 322.31, F.S., relating to right of review.
- Section 8 Creates s. 322.591, F.S., relating to commercial driver license and temporary commercial instruction permit; Commercial Driver's License Drug and Alcohol Clearinghouse; prohibition on issuance of commercial driver licenses; downgrades.
- Section 9 Amends s. 322.34, F.S., relating to driving while license suspended, revoked, canceled, or disqualified.
- Section 10 Amends s. 322.61, F.S., relating to disqualification from operating a commercial motor vehicle.
- Section 11 Provides an effective date of July 1, 2024.

#### II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

#### A. FISCAL IMPACT ON STATE GOVERNMENT:

# 1. Revenues:

DHSMV estimates a negligible positive impact to state revenues related to the \$25 filing fee for a review of a downgraded status and the \$75 service fees for a CDL reinstatement due to a disqualification.

# 2. Expenditures:

The bill requires DHSMV to:

- Provide outreach to stakeholders and update procedures, which may include updates to the CDL License Handbook.
- Provide programming to connect to the Clearinghouse and downgrade a CDL and temporary CIP based upon a notification from the Clearinghouse.
- Provide additional Bureau of Administrative Reviews (BAR) staff and hearing officers if informal hearings increase due to downgrades of CDLs or temporary CIPS.<sup>26</sup>

DHSMV estimates that the expenditures associated with increased staffing and technology to be \$226,470. However, DHSMV has received grant funding to assist with these expenditures.<sup>27</sup>

### B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

### D. FISCAL COMMENTS:

If the bill does not pass, the state may lose portions of its federal aid highway funds or the ability to issue CDLs as a penalty for noncompliance.<sup>28</sup>

#### III. COMMENTS

# A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not Applicable. This bill does not appear to affect county or municipal governments.

2. Other:

<sup>&</sup>lt;sup>26</sup> *Id*. at pp. 6 and 8.

<sup>&</sup>lt;sup>27</sup> *Id*. at pp. 7-8.

<sup>&</sup>lt;sup>28</sup> DHSMV, *supra* note 5 at p. 8. **STORAGE NAME**: h0405b.ITA

None.

#### B. RULE-MAKING AUTHORITY:

Rulemaking may be necessary in order to conform to changes made by the bill.

### C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

### IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES

On January 10, 2024, the Transportation & Modals Subcommittee considered one amendment which was adopted, and reported favorably as a committee substitute. The amendment:

- Provides that DHSMV's final orders and rulings relating to a downgrade of a CDL or temporary CIP are reviewable in the same manner as current law for DHSMV's final orders relating to a driver license denial, cancelation, suspension, or revocation.
- Provides a process for reinstating a person's CDL or temporary CIP where the person was
  erroneously identified in the Commercial Driver's License Drug and Alcohol Clearinghouse as
  being prohibited from operating a CMV.
- Makes other clarifying and technical changes.

This analysis is drafted to the committee substitute as approved by the Transportation & Modals Subcommittee.

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A bill to be entitled An act relating to regulation of commercial motor vehicles; amending s. 316.302, F.S.; revising federal regulations to which owners and operators of certain commercial motor vehicles are subject; deleting obsolete language; amending s. 322.01, F.S.; revising and providing definitions; amending s. 322.02, F.S.; charging the Department of Highway Safety and Motor Vehicles with the administration and enforcement of certain federal regulations; amending s. 322.05, F.S.; prohibiting the department from issuing a commercial motor vehicle license to a person who is ineligible under certain federal regulations; amending s. 322.07, F.S.; revising circumstances under which the department shall issue a temporary commercial instruction permit; amending s. 322.21, F.S.; applying a reinstatement service fee to a person whose privilege to operate a commercial vehicle has been downgraded; applying a filing fee to a person applying for or seeking to renew, transfer, or make any other change to a commercial driver license or temporary commercial instruction permit; amending s. 322.31, F.S.; requiring that the final orders and rulings of the department wherein a commercial driver license or temporary commercial instruction permit is downgraded

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be reviewable; creating s. 322.591, F.S.; requiring the department to obtain a person's driving record from the Commercial Driver's License Drug and Alcohol Clearinghouse; prohibiting the department from performing certain actions for a person who is prohibited from operating a commercial motor vehicle under certain federal regulations; requiring the department to downgrade a commercial driver license or temporary commercial instruction permit of a person who is prohibited from operating a commercial motor vehicle under such regulations and to record such downgrade in the Commercial Driver's License Information System; requiring the department to provide to such person certain notification and, upon request, an opportunity for an informal hearing; providing hearing requirements; requiring the department to enter a final order directing the downgrade of the person's commercial driver license or temporary commercial instruction permit under certain circumstances; providing an exception; exempting an informal hearing from certain provisions; authorizing such hearing to be conducted by means of communications technology; requiring the department to dismiss the action to downgrade the person's commercial driver license or temporary commercial

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instruction permit under certain circumstances; requiring the department to record the disqualification of a person from operating a commercial motor vehicle in the person's driving record upon entry of a final order to downgrade the person's commercial driver license or temporary commercial instruction permit; providing construction; requiring reinstatement of the person's commercial driver license or temporary commercial instruction permit under certain circumstances; limiting liability of the department; specifying that certain provisions are the exclusive procedure for downgrade of a commercial driver license or temporary commercial instruction permit; providing construction; authorizing issuance of a Class E driver license to a person who is prohibited from operating a commercial motor vehicle under certain circumstances; amending ss. 322.34 and 322.61, F.S.; conforming crossreferences; providing an effective date. Be It Enacted by the Legislature of the State of Florida: Section 1. Subsection (1), paragraph (d) of subsection

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(2), and subsection (9) of section 316.302, Florida Statutes,

CODING: Words stricken are deletions; words underlined are additions.

are amended to read:

316.302 Commercial motor vehicles; safety regulations; transporters and shippers of hazardous materials; enforcement.—

- (1)(a) All owners and drivers of commercial motor vehicles that are operated on the public highways of this state while engaged in interstate commerce are subject to the rules and regulations contained in 49 C.F.R. parts 382, 383, 384, 385, 386, and 390-397.
- (b) Except as otherwise provided in this section, all owners and drivers of commercial motor vehicles that are engaged in intrastate commerce are subject to the rules and regulations contained in 49 C.F.R. parts 382, 383, 384, 385, 386, and 390-397, as such rules and regulations existed on December 31, 2023 2020.
- (c) The emergency exceptions provided by 49 C.F.R. s. 392.82 also apply to communications by utility drivers and utility contractor drivers during a Level 1 activation of the State Emergency Operations Center, as provided in the Florida Comprehensive Emergency Management plan, or during a state of emergency declared by executive order or proclamation of the Governor.
- (d) Except as provided in s. 316.228 for rear overhang lighting and flagging requirements for intrastate operations, the requirements of this section supersede all other safety requirements of this chapter for commercial motor vehicles.
  - (e) A person who operates a commercial motor vehicle

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solely in intrastate commerce which does not transport hazardous materials in amounts that require placarding pursuant to 49 C.F.R. part 172 need not comply with the requirements of electronic logging devices and hours of service supporting documents as provided in 49 C.F.R. parts 385, 386, 390, and 395 until December 31, 2019.

(2)

- (d) A person who operates a commercial motor vehicle solely in intrastate commerce not transporting any hazardous material in amounts that require placarding pursuant to 49 C.F.R. part 172 within a 150 air-mile radius of the location where the vehicle is based need not comply with 49 C.F.R.  $\underline{ss.}$   $\underline{395.8}$  and  $\underline{395.11}$   $\underline{s.}$   $\underline{395.8}$  if the requirements of 49 C.F.R.  $\underline{s.}$   $\underline{395.1(e)(1)(iii)}$  and  $\underline{(iv)}$   $\underline{s.}$   $\underline{395.1(e)(1)(iii)}$ ,  $\underline{(iii)(A)}$  and  $\underline{(C)}$ , and  $\underline{(v)}$  are met.
- enforcement officer of the Department of Highway Safety and Motor Vehicles or duly appointed agent who holds a current safety inspector certification from the Commercial Vehicle Safety Alliance may require the driver of any commercial vehicle operated on the highways of this state to stop and submit to an inspection of the vehicle or the driver's records. If the vehicle or driver is found to be operating in an unsafe condition, or if any required part or equipment is not present or is not in proper repair or adjustment, and the continued

operation would present an unduly hazardous operating condition, the officer or agent may require the vehicle or the driver to be removed from service pursuant to the North American Standard Out-of-Service Criteria, until corrected. However, if continuous operation would not present an unduly hazardous operating condition, the officer or agent may give written notice requiring correction of the condition within 15 days.

- (a) Any member of the Florida Highway Patrol or any law enforcement officer employed by a sheriff's office or municipal police department authorized to enforce the traffic laws of this state pursuant to s. 316.640 who has reason to believe that a vehicle or driver is operating in an unsafe condition may, as provided in subsection (11), enforce the provisions of this section.
- (b) Any person who fails to comply with an officer's request to submit to an inspection under this subsection commits a violation of s. 843.02 if the person resists the officer without violence or a violation of s. 843.01 if the person resists the officer with violence.
- Section 2. Subsections (16) through (48) of section 322.01, Florida Statutes, are renumbered as subsections (17) through (49), respectively, subsection (5) and present subsections (37) and (41) are amended, and a new subsection (16) is added to that section, to read:
  - 322.01 Definitions.—As used in this chapter:

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151	(5) "Cancellation" means the act of declaring a driver
152	license void and terminated but does not include a downgrade.
153	(16) "Downgrade" has the same meaning as the term "CDL
154	downgrade" as defined in 49 C.F.R. s. 383.5(4).
155	(38) (37) "Revocation" means the termination of a
156	licensee's privilege to drive. The term does not include a
157	downgrade.
158	(42) (41) "Suspension" means the temporary withdrawal of a
159	licensee's privilege to drive a motor vehicle. The term does not
160	include a downgrade.
161	Section 3. Subsection (2) of section 322.02, Florida
162	Statutes, is amended to read:
163	322.02 Legislative intent; administration
164	(2) The Department of Highway Safety and Motor Vehicles is
165	charged with the administration and function of enforcement of
166	the provisions of this chapter and the administration and
167	enforcement of 49 C.F.R. parts 382-386 and 390-397.
168	Section 4. Subsections (7) through (12) of section 322.05,
169	Florida Statutes, are renumbered as subsections (8) through
170	(13), respectively, and a new subsection (7) is added to that
171	section to read:
172	322.05 Persons not to be licensed.—The department may not
173	issue a license:
174	(7) To any person, as a commercial motor vehicle operator,
175	who is ineligible to operate a commercial motor vehicle pursuant

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CODING: Words  $\frac{\text{stricken}}{\text{stricken}}$  are deletions; words  $\frac{\text{underlined}}{\text{ore additions}}$ .

Section 5. Subsection (3) of section 322.07, Florida Statutes, is amended to read:

322.07 Instruction permits and temporary licenses.-

- (3) Any person who, except for his or her lack of instruction in operating a commercial motor vehicle, would otherwise be qualified to obtain a commercial driver license under this chapter, may apply for a temporary commercial instruction permit. The department shall issue such a permit entitling the applicant, while having the permit in his or her immediate possession, to drive a commercial motor vehicle on the highways, if:
- (a) The applicant possesses a valid Florida driver license; and
- (b) The applicant, while operating a commercial motor vehicle, is accompanied by a licensed driver who is 21 years of age or older, who is licensed to operate the class of vehicle being operated, and who is occupying the closest seat to the right of the driver; and
- (c) The department has not been notified that, under 49

  C.F.R. s. 382.501(a), the applicant is prohibited from operating a commercial motor vehicle.
- Section 6. Subsection (8) and paragraph (a) of subsection (9) of section 322.21, Florida Statutes, are amended to read:

  322.21 License fees; procedure for handling and collecting

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201 fees.-

- (8) A person who applies for reinstatement following the suspension or revocation of the person's driver license must pay a service fee of \$45 following a suspension, and \$75 following a revocation, which is in addition to the fee for a license. A person who applies for reinstatement of a commercial driver license following the disqualification or downgrade of the person's privilege to operate a commercial motor vehicle must shall pay a service fee of \$75, which is in addition to the fee for a license. The department shall collect all of these fees at the time of reinstatement. The department shall issue proper receipts for such fees and shall promptly transmit all funds received by it as follows:
- (a) Of the \$45 fee received from a licensee for reinstatement following a suspension:
- 1. If the reinstatement is processed by the department, the department shall deposit \$15 in the General Revenue Fund and \$30 in the Highway Safety Operating Trust Fund.
- 2. If the reinstatement is processed by the tax collector, \$15, less the general revenue service charge set forth in s. 215.20(1), shall be retained by the tax collector, \$15 shall be deposited into the Highway Safety Operating Trust Fund, and \$15 shall be deposited into the General Revenue Fund.
- (b) Of the \$75 fee received from a licensee for reinstatement following a revocation, or

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## 226 downgrade:

- 1. If the reinstatement is processed by the department, the department shall deposit \$35 in the General Revenue Fund and \$40 in the Highway Safety Operating Trust Fund.
- 2. If the reinstatement is processed by the tax collector, \$20, less the general revenue service charge set forth in s. 215.20(1), shall be retained by the tax collector, \$20 shall be deposited into the Highway Safety Operating Trust Fund, and \$35 shall be deposited into the General Revenue Fund.

If the revocation or suspension of the driver license was for a violation of s. 316.193, or for refusal to submit to a lawful breath, blood, or urine test, an additional fee of \$130 must be charged. However, only one \$130 fee may be collected from one person convicted of violations arising out of the same incident. The department shall collect the \$130 fee and deposit the fee into the Highway Safety Operating Trust Fund at the time of reinstatement of the person's driver license, but the fee may not be collected if the suspension or revocation is overturned. If the revocation or suspension of the driver license was for a conviction for a violation of s. 817.234(8) or (9) or s. 817.505, an additional fee of \$180 is imposed for each offense. The department shall collect and deposit the additional fee into the Highway Safety Operating Trust Fund at the time of reinstatement of the person's driver license.

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251	(9) An applicant:
252	(a) Requesting a review authorized in s. 322.222, s.
253	322.2615, s. 322.2616, s. 322.27, <u>s. 322.591,</u> or s. 322.64 must
254	pay a filing fee of \$25 to be deposited into the Highway Safety
255	Operating Trust Fund.
256	Section 7. Section 322.31, Florida Statutes, is amended to
257	read:
258	322.31 Right of review.—The final orders and rulings of
259	the department wherein any person's license is denied, canceled,
260	suspended, or revoked or wherein any person's commercial driver
261	license or temporary commercial instruction permit is downgraded
262	person is denied a license, or where such license has been
263	canceled, suspended, or revoked, shall be reviewable in the
264	manner and within the time provided by the Florida Rules of
265	Appellate Procedure only by a writ of certiorari issued by the
266	circuit court in the county wherein such person shall reside, in
267	the manner prescribed by the Florida Rules of Appellate
268	Procedure, any provision in chapter 120 to the contrary
269	notwithstanding.
270	Section 8. Section 322.591, Florida Statutes, is created
271	to read:
272	322.591 Commercial driver license and temporary commercial
273	instruction permit; Commercial Driver's License Drug and Alcohol
274	Clearinghouse; prohibition on issuance of commercial driver
275	licenses; downgrades.—Beginning November 18, 2024:

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(1) When a person applies for or seeks to renew, transfer,
or make any other change to a commercial driver license or
temporary commercial instruction permit, the department must
obtain the person's driving record from the Commercial Driver's
License Drug and Alcohol Clearinghouse established pursuant to
49 C.F.R. part 382. The department may not issue, renew, or
transfer, or revise the types of authorized vehicles that may be
operated or the endorsements applicable to, a commercial driver
license or temporary commercial instruction permit for any
person for whom the department receives notification that,
pursuant to 49 C.F.R. s. 382.501(a), the person is prohibited
from operating a commercial motor vehicle.
(2) The department shall downgrade the commercial driver
license or temporary commercial instruction permit of a person
for whom the department receives notification that, pursuant to
49 C.F.R. s. 382.501(a), the person is prohibited from operating
a commercial motor vehicle. Any such downgrade must be completed
and recorded by the department in the Commercial Driver's
License Information System within 60 days after the department's
receipt of such notification.
(3) (a) Upon receipt of notification that, pursuant to $49$
C.F.R. s. $382.501(a)$ , a person is prohibited from operating a
commercial motor vehicle, the department shall immediately
notify the person who is the subject of such notification that
he or she is prohibited from operating a commercial motor

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vehicle and, upon his or her request, must afford him or her an opportunity for an informal hearing pursuant to this section.

The department's notice must be provided to the person in the same manner as, and providing notice has the same effect as, notices provided pursuant to s. 322.251(1) and (2).

- (b) An informal hearing under paragraph (a) must be requested no later than 20 days after the person receives the notice of the downgrade. If a request for a hearing is not received within 20 days after receipt of such notice, the department must enter a final order directing the downgrade of the person's commercial driver license or temporary commercial instruction permit unless the department receives notification that, pursuant to 49 C.F.R. s. 382.503(a), the person is no longer prohibited from operating a commercial motor vehicle.
- (c) A hearing requested under paragraph (b) must be scheduled and held no later than 30 days after receipt by the department of a request for the hearing. The submission of a request for hearing under paragraph (b) tolls the deadline to file a petition for writ of certiorari pursuant to s. 322.31 until after the department enters a final order after a hearing under paragraph (b).
- (d) The informal hearing authorized by this subsection is exempt from chapter 120. Such hearing must be conducted before a hearing officer designated by the department. The hearing officer may conduct such hearing by means of communications

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technology.

- (e) The notification received by the department pursuant to 49 C.F.R. s. 382.501(a) must be in the record for consideration by the hearing officer and in any proceeding under s. 322.31 and is considered self-authenticating. The basis for the notification received by the department pursuant to 49 C.F.R. s. 382.501(a) and the information in the Commercial Driver's License Drug and Alcohol Clearinghouse which resulted in such notification are not subject to challenge in the hearing or in any proceeding brought under s. 322.31.
- (f) If, before the entry of a final order arising from a notification received by the department pursuant to 49 C.F.R. s. 382.501(a), the department receives notification that, pursuant to 49 C.F.R. s. 382.503(a), the person is no longer prohibited from operating a commercial motor vehicle, the department must dismiss the action to downgrade the person's commercial driver license or temporary commercial instruction permit.
- (g) Upon the entry of a final order that results in the downgrade of a person's commercial driver license or temporary commercial instruction permit, the department shall record immediately in the person's driving record that the person is disqualified from operating a commercial motor vehicle. The downgrade of a commercial driver license or temporary commercial instruction permit pursuant to a final order entered pursuant to this section and, upon the entry of a final order, the recording

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in the person's record that the person subject to such final order is disqualified from operating a commercial motor vehicle, are not stayed during the pendency of any proceeding pursuant to s. 322.31.

- (h) If, after the department enters a final order that results in the downgrade of a person's commercial driver license or temporary commercial instruction permit and records in the person's driving record that the person is disqualified from operating a commercial motor vehicle, the department receives:
- 1. Notification that, pursuant to 49 C.F.R. s. 382.503(a), the person is no longer prohibited from operating a commercial motor vehicle, the department must reinstate the person's commercial driver license or temporary commercial instruction permit upon application by such person.
- 2. Notification from the Federal Motor Carrier Safety
  Administration pursuant to 49 C.F.R. s. 383.73(q)(3) that the
  person was erroneously identified as being prohibited from
  operating a commercial motor vehicle, the department must notify
  the person; reinstate, without payment of the reinstatement fee
  required pursuant to s. 322.21, the person's commercial driver
  license or commercial instruction permit as expeditiously as
  possible; and remove any reference to the person's erroneous
  prohibited status from the Commercial Driver's License
  Information System and the person's record.
  - (i) The department is not liable for any commercial driver

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376	license or temporary commercial instruction permit downgrade
377	resulting from the discharge of its duties.
378	(j) This section is the exclusive procedure for the
379	downgrade of a commercial driver license or temporary commercial
380	instruction permit following notification received by the
381	department that, pursuant to 49 C.F.R. s. 382.501(a), a person
382	is prohibited from operating a commercial motor vehicle.
383	(k) The downgrade of a person's commercial driver license
384	or temporary commercial instruction permit pursuant to this
385	section does not preclude the suspension of the driving
386	privilege for that person pursuant to s. 322.2615 or the
387	disqualification of that person from operating a commercial
388	motor vehicle pursuant to s. 322.64. The driving privilege of a
389	person whose commercial driver license or temporary commercial
390	instruction permit has been downgraded pursuant to this section
391	also may be suspended for a violation of s. 316.193.
392	(4) A person for whom the department receives notification
393	that, pursuant to 49 C.F.R. s. 382.501(a), the person is
394	prohibited from operating a commercial motor vehicle may, if
395	otherwise qualified, be issued a Class E driver license pursuant
396	to s. 322.251(4), valid for the length of his or her unexpired
397	license period, at no cost.
398	Section 9. Subsection (2) of section 322.34, Florida
399	Statutes, is amended to read:
400	322.34 Driving while license suspended, revoked, canceled,

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401 or disqualified.-

- (2) Any person whose driver license or driving privilege has been canceled, suspended, or revoked as provided by law, or who does not have a driver license or driving privilege but is under suspension or revocation equivalent status as defined in s. 322.01(43) s. 322.01(42), except persons defined in s. 322.264, who, knowing of such cancellation, suspension, revocation, or suspension or revocation equivalent status, drives any motor vehicle upon the highways of this state while such license or privilege is canceled, suspended, or revoked, or while under suspension or revocation equivalent status, commits:
- (a) A misdemeanor of the second degree, punishable as provided in s. 775.082 or s. 775.083.
- (b)1. A misdemeanor of the first degree, punishable as provided in s. 775.082 or s. 775.083, upon a second or subsequent conviction, except as provided in paragraph (c).
- 2. A person convicted of a third or subsequent conviction, except as provided in paragraph (c), must serve a minimum of 10 days in jail.
- (c) A felony of the third degree, punishable as provided in s. 775.082, s. 775.083, or s. 775.084, upon a third or subsequent conviction if the current violation of this section or the most recent prior violation of the section is related to driving while license canceled, suspended, revoked, or suspension or revocation equivalent status resulting from a

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426 violation of: 427 1. Driving under the influence; 428 Refusal to submit to a urine, breath-alcohol, or blood 429 alcohol test; 430 3. A traffic offense causing death or serious bodily 431 injury; or 432 4. Fleeing or eluding. 433 434 The element of knowledge is satisfied if the person has been 435 previously cited as provided in subsection (1); or the person 436 admits to knowledge of the cancellation, suspension, or 437 revocation, or suspension or revocation equivalent status; or the person received notice as provided in subsection (4). There 438 439 shall be a rebuttable presumption that the knowledge requirement 440 is satisfied if a judgment or order as provided in subsection 441 (4) appears in the department's records for any case except for 442 one involving a suspension by the department for failure to pay 443 a traffic fine or for a financial responsibility violation. 444 Section 10. Subsection (4) of section 322.61, Florida 445 Statutes, is amended to read:

(4) Any person who is transporting hazardous materials as defined in  $\underline{s. 322.01(25)}$   $\underline{s. 322.01(24)}$  shall, upon conviction of an offense specified in subsection (3), be disqualified from

322.61 Disqualification from operating a commercial motor

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vehicle.-

operating a commercial motor vehicle for a period of 3 years.

The penalty provided in this subsection shall be in addition to any other applicable penalty.

Section 11. This act shall take effect July 1, 2024.

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